

# CHILD WELFARE LEAGUE OF AMERICA, INC.

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## BULLETIN

MAY, 1946

### Protective Services for Children

HENRIETTA L. GORDON

FOR about 75 years our agencies have been trying to protect children from neglect and abuse. Agencies specially designated as protective societies stated as their function the care of children suffering "from cruelty or improper guardianship, whose rights are violated or threatened or whose physical, mental or moral welfare is endangered through the neglect of their parents or custodians."

During these years our concern for children has grown and standards of care for all children have risen. As we became aware of the widespread suffering and deprivation of a large proportion of American children we developed a heightened sense of responsibility for their protection. From the sciences of psychology and psychiatry we have learned that a child's most fundamental need is a loving relationship and that a loving relationship with his parent is most important for the emotional health of

the child. Thus an enlightened social conscience and increased knowledge were the basis of change in all aspects of child care. All children's agencies, whether they offer services to children in their own homes, foster-family placement, or institution or day-care service, feel responsible for protecting children and for preventing their separation from their families.

#### A Definition of Protective Services to Children

What then is the difference between the services of protective societies and all these other social agencies with services for children? In our society the responsibility for the care and protection of children rests with parents or legal guardians. The

parent has the right and the duty to care for his children and to protect them from abuse and neglect. But sometimes parents cannot fulfill this responsibility. Sometimes the resources of the family unit are insufficient. In such instances the parent can call on any of the various community services set up to help parents in the care of their children. In this

way he is discharging his parental responsibility. In asking for help the parent is protecting his child from neglect. Therefore the protective care by an agency is a service for children who are being neglected by their parents or guardians. It is a service initiated on the basis of a complaint because the parent does not wish to or cannot ask for help. There has been a good deal of resistance to accepting a definition of service based on a complaint and in truth such a definition is valid only when there are community resources such as family services, the A.D.C.

program, child placement and day-care facilities for helping parents in caring for their children. It follows that an agency responsible for the protection of children from neglect or abuse is responsible for taking over the primary duty of the parent. Protection of children as a case-work service must therefore not only protect children from neglect and abuse but wherever possible must help parents with the problem of their responsibility for rearing their children.

#### Characteristics of this Service

The indiscriminate use of the term "protective service" to include the wide variety of case-work services for children has impeded the development of

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specific professional skills and technics which the distinctive characteristics of protective services make necessary. What are these characteristics?

First, service must be initiated by the agency; since the application or the referral is a complaint of neglect or abuse, the individual who needs the help is not asking for it.

Second, the individual to whom help is being offered is not free to decide that he does not want the services of the agency.

Third, the agency cannot withdraw the service only because the parent has refused or is unable to take help.

Fourth, should the parent or guardian be unable to improve the condition while the agency sees it as one that endangers the children the agency must bring the matter to the attention of the court with recommendations for proper care.

### Protective Services as a Case-Work Service

What demands does this make on current case-work thinking and practice? Because the protective agency must exercise authority in approaching the family, case workers were reluctant until recently to recognize the contribution of their method to this practice. The use of authority, they insisted, was incompatible with the fundamental philosophy and principles of case work. A person who does not want to be helped cannot be helped. Man needs to have change work out favorably for him and we cannot decide for him what if any change is right. That is to say, this method of help is effective only when there is a deep concern with the need of the individual but a belief in his essential dignity and therefore an operating conviction of his right to self-direction and self-determination in the solution of his problems. Case-work help must mean opportunity for the client to become clearer about the nature of his problem, what he wants to do about it, and what he will need to do to accomplish his purpose.

How can such a method be adapted to a service which is initiated without consent and which may have to effect change even though the parent may not want it. What can case work offer to a person who has not asked for help and who because of the nature of the service may be resistive at least in the beginning. The problem of neglect has been oversimplified by an inadequate knowledge of the dynamics of human behavior. A parent of a neglected child was by a foregone conclusion considered willfully neglectful. We have come to know that parents who have been neglecting their children may nevertheless be deeply concerned for them. They may have been so troubled that they were unaware of what was happening to the children and may welcome help that will enable them to see what is wrong and how to correct the condition. This understanding stimulated a case-work process which is clearly focused on

the needs of the child, but which also takes into account the need of the parent to be supported in his wish to care for his own children. The psychological threat to a parent who is told that the community is worried about the conditions under which his children are living needs to be recognized. When conditions must be changed can we nevertheless make it possible for the parent to participate in determining what change is needed and what is possible so that the child may remain with his own family; and where the children need to be placed may the parents share in these plans and be encouraged to look forward to re-establishing their home? This is not to deny that at times a parent cannot use this help and children must be removed despite his objections.

This dynamic use of authority is not generally understood. Some agencies assuming that the parents want to be helped turned to a friendly offer of service which only resulted in serious conflict. Many parents rejected this offer of help, insisting that they were able to manage their own affairs. This left the agency in a quandary as to what to do next since the agency had a responsibility for the children reported as neglected. Such a response to the offer of help may be understood as the parent's way of dealing with the fear of intrusion and insinuation of blame. In the voluntary case-work situation the client's right not to take the help though he asked for it may reduce the fear he may have of it. The client who comes of his own will may feel safe in that he is free to use or reject that help. It is very different for the parent who is approached to take help with a mandate to accept it, to effect some change at the risk of losing his right as a parent. To some this has seemed like quibbling. Often parents who have been unable to ask for help are so relieved to have it offered that practically from the beginning the case worker may feel that the situation is no different than when the parent has actually voluntarily come for help. On the other hand, occasionally a parent after voluntarily asking for help withdraws after giving such evidence of neglect that the agency may have to act on its protective role or report the family to a protective agency. How the service is initiated may seem therefore a matter of insignificant detail. However, it should be recognized that in the first instance notwithstanding the parent's seeming welcome of this offer the agency cannot leave the client free to decide whether he wants help or not. The charge to the agency is to protect the child from neglect. In the second instance the agency must be certain when it takes on a protective role, that community standards



of child care are being violated; and so in protective case work the fear of the client must be recognized, his feelings about the intrusion and implied blame must be dealt with. This may be done through making it possible for the parent to examine what is bad for his child, what he can do about it, and how the protective agency stands ready to help him carry out any feasible plan.

### The Need for Defined Agency Policies

A case worker however cannot offer service on the basis of her own convictions only, for she represents the agency. The responsibility it carries and its way of giving help needs to be defined in appropriate policies and procedures. In the protective services the agency represents community standards of child care. Policies and procedures must be developed that can support the worker against undue community pressure for action, insistence on hasty removal of children or correction of home conditions and in her work with the parent so that the needs of the children be met in the home or then referred to the court. The case worker is able to help the parent in his struggle to do something about conditions that are bad for his children only when she knows that the agency will stand by her against pressure for precipitous action. And by agency we mean board of trustees as well as administration. In addition the service must be interpreted to the community in order to gain support.

### Criteria of Neglect

Another source of difficulty and conflict is the lack of reliable criteria of neglect. It is too simple to say that a child whose physical being is endangered, who is permitted to develop malnutrition, who is kept out of school, who is allowed to work under conditions that interfere with his health and development, or subjected to influences that affect his morals, is neglected. For succeeding White House Conference Reports reveal children left unprotected by parents who must work, shocking evidence of the widespread malnutrition, lack of even a minimum of schooling opportunities, back-breaking work in mill and factory and farm for many children, and such overcrowded living conditions as threaten the morals of children. Efforts to establish criteria of neglect often serve to point up the serious contradictions in our social philosophy and practice. We truly need to put into practice the democracy we preach if we are to be guided by an acceptable nationwide standard of child care. At present local conditions must serve as criteria. Each agency must have policies and practices to guide its professional staff and which the

community can respect and support. And each social worker must help with the job of removing and modifying "those limitations in the social environment that help to create, to complicate or to intensify the needs to which he ministers, or to hamper the full use of the services he makes available."\*

### Approach to the Complaint

To pay due regard to the community's concern for the welfare of a child and at the same time respect the sovereignty of the home and parental rights is not simple. The nature of the complaint and the purpose of the complainant must be carefully examined in order to make sure that neglect and not some rigid concept of conformity of behavior is involved, that the reason for the complaint is concern for children, not hostility to parents. The complainant must be fully aware of the serious implications of such intrusion into family life so that while he is assured that his identity will not be revealed to the neglecting parent, he assumes moral and social responsibility by giving specific and substantiated evidence of neglect and stands ready to bear witness should legal intervention make that necessary. This way of working with the person making the complaint makes it possible to interpret just what an agency of this kind can and cannot be expected to do, what it should or should not do, and how much support it needs from the community in fulfilling its professional responsibility. In protective case work a period of patient intensive work with the parent may be necessary while the person who referred the family may want immediate, even drastic, action. The family must change at once or else! Interpretation of how we work and why, becomes particularly essential and helps the complainant feel this joint responsibility. It is harder to interpret this service than any other form of the case-work services. And yet it is needed as an additional safeguard against public callousness to neglect or undue zeal for prosecution of parents.

Talking over the complaint so that the complainant knows what the agency can do, thus sharing responsibility for the validity of the complaint is a support to the case worker. She can approach the family with a conviction about the service she has to offer which can be a strength to the client. This case-work approach to the complainant is not general practice. Besides, some complainants are not prepared to assume this much responsibility; some will not testify, and complaints do come anonymously.

\* Social Worker and Partisan Politics by Kenneth L. M. Pray. The Compass, June, 1945.

The agency's concern for the child who may need protection and the wish to protect parents from unwarranted intrusion make for decided differences of opinion as to how to treat anonymous complaints. At present, few agencies will refuse to act on an anonymous complaint. All are agreed that complainants should be helped to carry responsibility for the complaints but since our way of working has not yet been widely interpreted, since some may not be able to follow through their concern for the well-being of someone else's child, and since children are dependent for protection on adults, anonymous complaints cannot be arbitrarily rejected. They should be examined carefully, through Social Service Exchange, the local school and church. Where there are no such checks they should be accepted if there is any possibility that they may be valid, if their nature is such that they cannot be ignored. As the community learns to understand and respect the agency's way of working, and to know that the agency will protect the identity of the complainant, fewer anonymous complaints will be received.

At times a child comes himself to complain about his situation. At such times case workers experience still greater difficulty in remembering the right of the parent to be a party to plans for his child. Identification with the child overshadows the wisdom of examining the validity of the complaint and involving the parent in plans for protecting the child.

### Approach to the Family

Having accepted the complaint with responsibility to the community as well as to the child involved, the agency's approach to the family is from the beginning determined by both of these concerns. As in other fields of social work the first interview should set the pattern in relationship and content of the entire period of working together. The parent must know what the agency will expect of him and what he may expect of the agency. The parent must be approached with a candid statement of its concern for the well-being of the child. The parent must know that the agency was delegated by the community to find out what is happening to the children involved. A frank statement of the complaint focuses for parent and for the worker the limits within which the parent must do something; that is, the parent is not asked to change himself, it is the situation detrimental to the child which must be changed. By focusing on the specific needs of the children and on helping the parent decide how the conditions may be changed so that children will get the care they need, the agency injects a force with which a parent may come

to grips since it is neither a threat nor censure. If he wants to continue to exercise his parental rights the agency is ready to help him with his plan. A worker can do this only if she has an abiding faith that given sufficient motive and support an individual can change even when conditions seem very bad and though his intelligence may be limited. The case worker's responsibility is to make specific and clear the realities and the conditions which the client must face including the fact, when necessary, that the agency may invoke the authority of the court with recommendations for the removal of the child.

We have put a great deal of emphasis on the parent's right to his child and on our faith in an individual's ability to change, if change is favorable to him. The right of the parent to his child stems from the basic biological law that the parent needs his child as the child needs him. The child is dependent for his feeling of being wanted, of security and well-being, on his relationship with his parents. The parents' security and well-being depends upon being needed. This is why all social service must be directed to strengthening family life. This is the "scientific" basis for our belief in the parent's ability to change and therefore for the validity to use this external authority when his internal one is weak. For viewed in its most constructive sense authority is not a punishing force. Parental authority is that external support without which a child is lost. It enables him to meet some situations when he is not quite able to do it on his own. And the authority used by the protective agency can and should be the external support which a parent may need at a time when he is unable to act on his own. The parent may be so deeply troubled by some personal problem that he fails to see what is happening to his child. The case worker can help him see his child's situation so that the parent is free to examine it and his own feelings about it, though he cannot evade their demands upon him. When there is sufficient parental love, that is, when there is satisfaction in being a parent, the will is aroused by the obvious threat to parenthood. Supporting his emerging will to act and recognizing his ambivalence are necessary if we are to help him examine his plans with clarity and firmness. Sometimes a parent is caught in his feelings of resistance or resentment at the intrusion, and the case worker must be able to accept this feeling and help the parent through it. Sometimes it takes the actual threat of removal, and at times it takes actual removal of children before a parent is stirred to protect that part of his self. If the parent can share with the agency the responsibility for planning for the



child even if he is to leave his home, it helps the child. For a child can bear any plan better if it grows out of his parent's interest and love for him. As the parent is helped to deal with his guilt about placement of his child so much better will the child be able to bear being given up.

### The Removal of Children

If the parent is unable to use this help for making a more satisfactory life for his child, if his other needs are greater than his need to affirm this much parenthood, then the authority must be used in the interests of protecting the child. Now case work may need to be directed to helping the child feel the worker's deep concern for him. But even if a child is to be removed, and against the parent's wishes, the child still may need his parent. The worker must be clear that her concern is protecting the child, not punishing the parent. Her regard for the parent—though he is mentally, emotionally or for other reason unable to enjoy the pleasures of parenthood—will help the child to leave home with less guilt about going, less resistance which stems from identification with the resistance of the parent. One thing that child placement has taught us cannot be forgotten, that we may put a child into a good home or institution but we cannot use it for him. He must be able and ready to use it himself or the placement will hardly be shelter. The placement must feel safe to him, and that feeling of safety he must get, if at all possible, through his parents and then through the relationship with the worker.

The protective worker must be able to estimate the value of his own home to each child. Though a situation at home is far from desirable, a worker may recognize that basically the values in the home are more essential than harmful for a given child, that they must be preserved for him and therefore he should not be removed. In other instances she may find that the child's situation, though bad, stems from a social condition and is not too different from many others in the community. Only such a standard of living can be expected as society makes possible.

### Relationship with the Court

In other words, the case worker has the ultimate responsibility for deciding what action is essential. Her decision is based on the original reason for accepting the case, the parent's ability to give care and protection to his child and community standards of child care. Should the condition warrant removal of the children against the parent's wishes the case worker has a responsibility to present the case to the

court prepared to support her findings and recommendations. She must come to the court as a representative of the community as well as of the agency responsible for the protection of children, secure in the knowledge that this action is in the best interests of the children and was taken only after everything within her professional skill was done to make it possible for the child to remain at home. This practice is so comparatively new that protective service professionally administered needs still to be interpreted even to courts. There is increasing evidence that when this service is responsibly administered and interpreted the court supports the agency.

Agencies have a good deal of concern about their relations to the court. Originally SPCCs considered themselves almost an arm of the law and of the court. Courts do not always accept the agency findings. In some communities the court accepts complaints directly and may even assume custody and then call in the agency to take over. In a service that has only recently begun to clarify its essential purpose and how that responsibility may be professionally discharged it is to be expected that there will be various ways of working. Just as the difficulties faced by a democracy will be removed by more democracy so it would seem that the difficulties in the relationship with courts will be removed by more relationship.

It has been found that court action is less necessary when sound case-work method and procedure are used. More recently family disorganization and dislocation due to the war have increased the number of cases of serious neglect in which court action was ultimately necessary. It can, however, be said that sound case-work practice will reduce the number of instances in which parents remain unable to take some responsibility for plans for their children either within or away from their homes.

### Ending the Protective Service

The protective agency which is clear about the conditions under which it offers help can also be clear about when to close a case. Unlike services in which the client asks for help and therefore may decide with or without the agency when he does not want it any longer, in protective services the agency must decide whether it is satisfied that its services are no longer needed. A parent may not want the service while the agency feels that it must continue. The complainant may feel that the agency should supervise the child indefinitely while the agency may know that to step out will be better for the parent and the child. In other words, as in other case-work

services, the ending, like the beginning, must be related to the need for the specific service of the agency and must mark the fulfillment of professional responsibility, which brought the agency into the situation. In protective services it means that the protective needs of the children, in so far as the parents are able and the community makes possible, have been achieved. Sometimes it may mean that little is different from when the agency first stepped in except that the community has a clearer picture of the situation.

As must be evident from this discussion, in this field of service there are many knotty problems which challenge both board and staff. Many questions on

policy and practice will be answered only after we have more consciously examined our way of working. One which has been asked frequently is which agency, the family or children's society, might more logically take on this function. At present there are various community patterns, none of which can be said to be the answer. It is of more immediate importance that we become sure of what we are doing, why we do it, and what we need to know in order to give this help responsibly. For this purpose we need to concentrate the service, wherever agency and community setup permit, so that we may amass a body of experience from which this question along with the many others may be answered.

## A Case Worker Looks at Her Own Placement

RUTH W. GAY, *Child Welfare Worker*  
Child Welfare Division, Department of Public Welfare  
New Orleans, Louisiana

THE professional training of the child welfare worker, as of all case workers, is based largely on the understanding of human behavior. This content of professional knowledge incorporates the theory and concepts which serve as a basis for the worker's professional judgment. In acquiring this body of knowledge (much of which has been borrowed from the fields of psychiatry, psychology and medicine and incorporated into case-work theory), we are imbued with the principle that all experiences in a child's life are meaningful. Perhaps few of us are entirely secure in our mastery of this fundamental knowledge; however, I believe most of us, as beginning placement workers, experience even greater insecurity in incorporating our newly acquired knowledge into practice.

In our search for help in developing techniques in child placement, we find little written material illustrating the application of theory in practice. This seems particularly true in the preparation of parents and children for placement. On the other hand, general principles concerning the meaning of separation of children from parents and placement have been more clearly established and publicized. Anna Freud brings this out in her studies of reactions of children to separation from their parents in wartime.\*

\* Anna Freud and Dorothy T. Burlingham, *War and Children*, Medical War Books, N. Y., 1943.

These principles seem to have emerged from the scientific understanding of children applied to the placement situation. For example, we have learned that placement in itself is a traumatic experience for a child. Hence, if possible, we utilize the full strengths of his family to make the transfer from "own" to "foster home" or from the "known" to "unknown" less traumatic. We know that replacements create insecurity and increasing difficulty in making easy, trustful relationships. With recognition of the anxieties produced by placement, we accept "preparation" as a vital part of the placement process even for the very young child. It is here that the worker must first draw on her frame of reference in evaluating the child and his total situation in determining what he *can* and *cannot* accept. Secondly, she must find in the old and the new situations all the tangible tools at the child's command which he can utilize constructively in this transition period. It is concerning this second point that the worker finds little illustrative material; i.e., the simple techniques involved in discovering and making use of things which may appear trivial in themselves but which have meaning for the child.† It is with this thought in mind that I record my experience with Tommy as

† Editor's Note—Mary N. Taylor, *The Baby Takes Hold of Placement*. Child Welfare League of America, Bulletin, November 1941.

Pennsylvania School of Social Work. *The Role of the Baby in the Placement Process*. 1946.



an example of the meaning a wooden rocking horse had for this little boy.

Superimposed upon the difficulties inherent in placement are other far-reaching difficulties common to most children's agencies. Outstanding among them are: the shortage of foster homes, the pressure from the community or parents to remove a child from his own home or from the agency or of the foster mother to remove him from a temporary home, legal complications which often make it impossible to plan for a child in accordance with the dictates of his own needs. All of the above difficulties were present in Tommy's situation. However, for the purpose of my illustration, I am omitting all discussion with Tommy's own mother, his old and new foster mother and confining this material to my experience with Tommy and the use he made of his own toy and habits to help him accept his new parents and his new environment.

Tommy, sixteen months at the time of placement, is an illegitimate child of a mother who was unable to accept his existence before or after birth. We were never able to help her work out her conflicts about Tommy's birth. Besides being rejected and having no early satisfactions from his mother, he shared his substitute mother with several other babies from the time of placement (three weeks of age) to removal at sixteen months of age. He is well endowed as to social background and his physical and mental development have been normal or slightly accelerated since birth. He had little individual attention and was wary of new people or toys.

Tommy learned to play with another child in the home but his attitude was rather withdrawn and he often indulged in purposeless play activities. If a stranger came into the room he would stand in his crib with his large black eyes staring as if searching for someone. He rarely smiled. His pattern of fearfulness of people and inanimate objects was of early origin. He had to become familiar with a toy by looking at it before he would attempt to play with it. On one occasion he looked at a large soft dog for several weeks before he felt comfortable in handling it.

The group foster home where he was cared for by two nurses had no masculine influence and there were at all times several babies in this home which was approved only for infants to the age of six months. He was ill twice, once at three months and again at eleven months of age. Each hospitalization was of about two weeks' duration. He regressed in the hospital but eventually was able to relate to a nurse who gave him special attention, and he became jealous of other babies who were fed before he was.

#### In my anxiety

(1) to get Tommy to a new foster home which we thought would meet his needs more adequately, and (2) to relieve the pressure from the foster mother who recognized her inability to meet Tommy's needs, and (3) to relieve the agency pressure to effect a long overdue removal and make room for another newborn baby, I embraced enthusiastically the possibility of a foster home where the parents had demonstrated ability to accept young children at their own pace and wait without undue anxiety to be accepted as parents.

Foster parents, I thought, were prepared for regression and could handle it and I thought the placement spelled success for Tommy and his foster parents. I felt comfortable in my knowledge of Tommy's personality and his ability to accept his new parents. In my over-all consideration of Tommy and the foster parents, I overlooked some of the important opportunities to help him go from the old to the new.

Immediately following replacement alarming regression was noted. Tommy seemed unconscious of all about him. He became pale and listless, whined intermittently and rejected all efforts of foster parents to comfort him. His expression when not blank was frowning. He did not cry, laugh or smile and ceased efforts to talk. The only word he uttered from his previous vocabulary of four words was "rock" which he repeated over and over at the same time he refused to be rocked. The disturbing thing to foster parents and worker was the inability of anyone to reach Tommy and help him in his adjustment. His only satisfying experience seemed to be in food, which he ate with relish.

My concern over his exaggerated unhappiness and regression led me to think that I might have overlooked something important in his first foster home experience. This led me back to his first foster mother in the hope that she might help me trace more clearly the origin of his behavior. I wanted to know the meaning of "rock, rock" or any other habits which might lend understanding to his present anxiety. Foster mother was able immediately to identify "rock, rock" as his rocking horse to which he was particularly attached and which belonged to him exclusively. The foster mother who is experienced and sensitive to the needs of babies was distressed that she had forgotten this toy as one that should have gone with him. I also learned of two habits which were unknown to me at the time of replacement. Tommy liked to "bump" heads and this usually made him laugh. He often stood with his back against the wall and bounced himself along.

I then discussed with Tommy's new foster mother how together we might help him adjust to his new

(Continued on page 11)

## BULLETIN

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Henrietta L. Gordon, *Editor*

The Bulletin is in large measure a Forum for discussion in print of child welfare problems. Endorsement does not necessarily go with the printing of opinions expressed over a signature.

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## Linton B. Swift

A GOOD friend and a valiant fellow worker has left us. On April 11th Linton B. Swift succumbed to a long illness. We in the Child Welfare League share in the loss which will be apparent in the many areas of social work where his influence was felt. We are among those who join Mrs. Swift in mourning his untimely departure from this life. To the board and staff of the Family Welfare Association of America we extend our sympathy upon the loss of their General Director.

It was a privilege to work with him on numerous projects and out of such experiences came the awareness that he always was ready to carry more than his share of a heavy load. His imagination and orderly mind were great assets in the various enterprises in which national agencies worked together. He was one who shared in the planning of the National Social Welfare Assembly and the Case Work Council of National Agencies. He gave leadership in the organization of the American War Community Services and participated in many essential activities of the war years. His diligence and his refusal to spare himself made him a veteran, as did his military service in World War I.

It was fitting that at his funeral there was read the Social Worker's Creed written by Mr. Swift in 1940. In his memory we here commend it to you.

1. "I respect the dignity of the individual human personality as the basis for all social relationships.
2. "I have faith in the ultimate capacity of the common man to advance toward higher goals.
3. "I shall base my relations with others on their qualities as individual human beings, without distinction as to race or creed or color or economic or social status.
4. "I stand ready to sacrifice my own immediate interests when they conflict with the ultimate good of all.

5. "I recognize that my greatest gift to another person may be an opportunity for him to develop and exercise his own capacities.
6. "I shall not invade the personal affairs of another individual without his consent, except when in an emergency I must act to prevent injury to him or to others.
7. "I believe that an individual's greatest pride, as well as his greatest contribution to society, may lie in the ways in which he is different from me and from others, rather than in the ways in which he conforms to the crowd. I shall therefore accept these differences and endeavor to build a useful relationship upon them.
8. "I shall always base my opinion of another person on a genuine attempt to understand him—to understand not merely his words, but the man himself and his whole situation and what it means to him.
9. "As a first essential to the understanding of others, I shall constantly seek a deeper understanding and control of myself and of my own attitudes and prejudices which may affect my relationships."

—HOWARD W. HOPKIRK

## Provisional Agencies

In accordance with the provisions of the League's Five-Year Plan the following agencies have been admitted on a provisional status for one year, at the expiration of which time the Committee on Membership will decide on the agency's readiness to be accredited and to assume all rights as a member.

Family and Children's Service, Inc.  
313 Southeast 2nd Street  
Evansville 9, Indiana  
Miss Luna E. Kenney, Executive Secretary  
Child Welfare Division  
State Public Welfare Commission  
Spalding Building  
Portland, Oregon  
Miss Jeanne Jewett, Director

## New League Publications

- AN EXPERIMENTAL STUDY OF CASE LOADS IN CHILD WELFARE AGENCIES. Special Bulletin, March, 1946. 21 pp. Price 25 cents.
- A MANUAL FOR THE BEGINNING WORKER IN A DAY NURSERY, by Eleanor M. Hosley. 32 pp. April, 1946. Price 50 cents.
- THE DAY CARE OF LITTLE CHILDREN IN A BIG CITY. A report of the work of the Day Care Unit of the New York City Department of Health. May, 1946. Price 50 cents.



## Financial Statement of the League

For the Year 1945

Audited by Byrnes and Baker, Certified Public Accountants

1945 INCOME	
Grant—Russell Sage Foundation.....	\$ 8,210.56
Special Gifts.....	2,000.00
Membership Dues, Agencies.....	30,378.37
Affiliates and Associates Dues.....	5,719.00
Contributions, Individual.....	30,004.25
Miscellaneous and Conferences.....	253.25
Net Income from Surveys.....	72.98
Gross Receipts from sale of	
Publications and Bulletin.....	\$4,938.23
Less Cost.....	3,479.87
Net Income from Publications.....	1,458.36
Income from Professional Services.....	1,426.30
Reserve Fund Investments.....	250.00
Total Income.....	\$79,773.07
Wartime Services Program, Income....	11,540.00
	<u>\$91,313.07</u>

1945 EXPENSES	
Salaries, Professional.....	\$27,365.00
Salaries, Clerical.....	17,395.41
Traveling and Maintenance.....	9,612.96
Special Appeals.....	3,815.44
Rent.....	3,079.86
Telephone and Telegraph.....	1,977.87
Postage.....	1,181.54
Office Stationery and Supplies.....	802.28
General Expenses.....	239.55
Dues to Other Organizations.....	739.50
Social Work Vocational Bureau (for services rendered members).....	2,318.75
Insurance.....	92.44
Auditing.....	250.00
Library and Case Record Exhibit.....	16.65
Equipment.....	75.00
Bad Debts Written Off.....	139.84
Printing and Multigraphing.....	5,510.68
Regional Conference, Expense.....	253.89
Contributions to Employees' Retirement Fund.....	738.60
Total Expenses.....	\$75,605.26
Wartime Services Program, Expense....	9,517.97
	<u>\$85,123.23</u>

Total Excess of Income over Expenses for the year ended December 31, 1945... \$ 6,189.84

### BALANCE SHEET As of December 31, 1945

General Fund	
ASSETS	
Cash on Hand and in Banks.....	\$1,405.70
Other Current Assets.....	6,719.23
Total Assets—General Fund.....	<u>\$8,124.93</u>
LIABILITIES	
Accounts Payable and Deferred Income.....	\$4,966.23
Due to Reserve Fund.....	66.21
Total Liabilities and Deferred Income.....	\$5,032.44
Surplus—Balance—December 31, 1945..	3,092.49
Total Liabilities, Deferred Income and Surplus—General Fund.....	<u>\$8,124.93</u>
Reserve Fund	

ASSETS	
Cash on Hand.....	\$5,556.83
Investment, U. S. Treasury Bonds.....	10,000.00
Due from General Fund.....	66.21
Total Assets—Reserve Fund.....	<u>\$15,623.04</u>

LIABILITIES	
Balance—December 31, 1945.....	\$15,623.04
Total Assets—All Funds.....	<u>\$23,747.97</u>
Total Liabilities—Reserve and Surplus	<u>\$23,747.97</u>

FRANK R. PENTLARGE, *Treasurer*

The foregoing statement is presented in accordance with the provisions of the By-Laws of the Child Welfare League of America, Inc., and reflects its financial operations for the year of 1945, and status as of December 31, 1945. Income for the year was approximately \$5,000 over the all-time high of the preceding year resulting in an excess of receipts over expenditures of \$6,189.84. Had the League, however, fully carried out its projected activities with resulting increase in costs there would have been a small deficit. This but emphasizes the point repeatedly stressed that the work to be done is almost limitless and the League's coverage in the field is limited by its receipts.

## NEWS FROM THE FIELD

DADE COUNTY, FLORIDA, CONTINUES ITS  
DAY CARE CENTERS

EARLY this year the Council of Social Agencies of Dade County, Miami, Florida, became concerned about what was the need for continued day care of the children who had been receiving care in the centers, and how that need was to be met. This report by Miss Lois Parks, Assistant Executive Secretary, about their survey of need and their present plan will be of interest to other communities troubled about the problem of the care of children of working mothers. This survey was conducted by the interview method.

The response was excellent. At the time the survey was made, there were 252 children attending the centers, and of the parents, 188 representing 210 children were interviewed. We were interested in this figure, because we believe it showed that the parents were interested in the day-care program, and were concerned about what would happen to their children if the centers were to close.

It was of interest to us to learn that the majority of the families were residents of Dade County, and that over 50 per cent of them had lived here for over five years.

In the discussion of the mother's employment, her reasons for working, and whether or not she planned to continue work, it was learned that the majority of the mothers thought that it was necessary for them to continue to work. Out of the 188 interviewed, only 48 stated that they could quit work. Several of the mothers who were sole support of the families stated that it would be necessary to quit work and apply to an agency for assistance, because the cost of keeping the children in a commercial day care center would be prohibitive.

Since the survey showed that the majority of the mothers would continue to work, and had made no plans for their children if the centers closed, the committee decided that there was a definite need for further community planning in the field of day care.

A sub-committee has been appointed for the purpose of organizing and setting up standards for administration and supervision. We are now in the process of organizing a community council for general planning, and governing boards for each center.

Following this Miss PARKS reported:

Although our planning for the continuation of the Day Care Centers in Dade County is still in the process of change, we will be glad to give you a summary of the plans that have been made so far. You may use any part of the material you wish to select for your bulletin.

After a review of the material gathered during the survey, the Children's Committee believed that there was a need to continue Day Care in Dade County, and an Advisory Committee was formed with representation from each of the six Day Care Centers, the Children's Service Bureau, the Board of Public Instruction, the local District Welfare Board, Children's Committee of the Council, Dade County Nursing Service, the P.T.A. Council, a representative of the Day Care Teachers Association, Negro Service Council, and Negro Welfare Federation. The Day Nursery and the Day Care Center operated by the Y.M.H.A. have been asked to join this Council, and although they have not done so formally, we have discussed with them the value of their serving on a committee that is planning for Day Care services in the community, and they have both agreed that they would like to participate.

The Day Care Centers were encouraged to organize a Parent-Teacher Association, and to form a Governing Board who would be responsible for the administration of each school. The Governing Board consists of representatives of the P.T.A., the sponsoring group, the Housing Authority (where applicable), or any other group interested in the operation of the Day Care Centers.

After a series of meetings, the Advisory Committee decided to form a Community Council on Day Care, which would represent the agencies and organizations in the community interested in Day Care. This Council drew up a suggested constitution for the Governing Board of each school.

Financing of the schools has been a real problem. One of the negro Day Care Centers has incorporated, and is raising funds by selling memberships. They have raised their first \$500, and are on the second. Three of the schools are sponsored by luncheon clubs—the Lions, Kiwanis, and Civitans. Two of the schools are still trying to secure sponsors. It was the hope of the Community Council that an over-all sponsor could be secured to meet any deficit that

might arise in any one of the schools if the Governing Board found it necessary to have additional funds for the operation of their school—but to date, we have not been able to do this.

For the present, the Community Council for Day Care is accepting the fact that there is a need for the schools to continue, and is trying to work out the best possible plan of operation. The District Welfare Board will supervise and license the schools, since this is required by a special act of the legislature. The Dade County Nursing Service will continue to pay weekly visits to the schools, examining the doctors' certificates of new children enrolled, and the sanitation. The head teacher will submit the menu plan for the following week, and the nurse will give whatever guidance she can on the problems of nutrition. The Housing Authority is examining the monthly reports of the schools in the housing projects, and the Negro Welfare Federation will act as a consultant to the one school located in the negro church.

At present, the fees in the Day Care Centers range from \$3.50 to \$8.00 a week. Several of the Governing Boards are concerned with the fact that there probably are children in the community who should be provided this service, but are not receiving it because they are financially unable to pay the fee. As soon as the Governing Boards are thoroughly familiar with the operation of the centers, and they are operating on a sound financial basis with some security, we believe the next step will be to work out a sliding scale. The Housing Authority is providing janitorial services, and has made the necessary improvements in the school. In some of the schools they have been using the worn-out equipment.

We have provided the book, *Children's Centers*, by Rose A. Alschuler, for the teachers, and they have been asking members of the Governing Boards to familiarize themselves with the information in this book. We have found it very helpful.

We realize that the problems of Day Care are many, and know that there is still a great deal of planning still to be done. The interest the lay people on the Governing Boards have shown, and the amount of time they have spent organizing the schools on a cooperative basis makes us believe that the program may be an excellent method of interpreting child welfare services to lay groups of the community.

## A Case Worker Looks at Her Own Placement

(Continued from page 7)

surroundings. It was decided that I should see Tommy at regular intervals for several weeks. The two following visits with Tommy are presented to illustrate the meaning Tommy's rocking horse had for him and how we used this to help him find himself in his new home.

### First visit with Tommy:

I visited Tommy, taking his rocking horse along for him to keep. I placed it in the back yard as prearranged with foster mother before I went into the house. When Tommy saw his rocking horse, he went up to it slowly, leaned over and peered at it. He walked around it, touched it, and then climbed into it gently. He started rocking, and then looked at me for the first time and smiled. I talked with him and said, "rock, rock," repeatedly and he eventually said, "rock, rock" to me. I talked with him about his toy and helped him rock. As I did so I hummed and Tommy soon started humming, smiling occasionally. Several times Tommy stopped rocking and leaned over close to the horse's head and patted the side of it. Another foster child came near and he vigorously pushed him away.

Later, I suggested a walk to which Tommy responded without apparent reluctance in leaving his newly recovered toy. As we strolled around and down the street, he often looked at me. I remarked we were going "bye-bye" for a while and when we returned we would "rock, rock" some more.

A train was heard in the distance and Tommy seemed apprehensive. I leaned down and asked him if he wanted me to hold him. He came nearer, so I picked him up and talked to him about the train. In this position Tommy placed his head against mine. I looked at him, and said "bump" and did so. He bumped heads gently, then harder and harder, laughing heartily as he did so. On returning to the back yard, three other children were playing with his rocking horse. Tommy went straight for it, pushed the youngsters away and said nothing. He then climbed in again, rocked strenuously, and sang to himself. When I left, Tommy smiled and said, "Bye-bye."

### Second visit with Tommy:

When I came into the children's room at the foster home Tommy was with several youngsters who were playing. He looked at me, frowned, as if trying to recall where he had seen me before. He started to smile, then frowned again. I called to him and held out my hand. He came hesitantly. I sat down in a rocker, talking to him and eventually held him in my lap. While rocking he placed his head on my shoulder but kept looking as if still uncertain of my identity. Placing his head against mine he gave it a slight bump. I bumped harder and he laughed out loud. We kept this up for a while, laughing at the same time.

He suddenly crawled off my lap, took my hand, and led me to his rocking horse. I let him know how fine a horse it was, mentioned "rock, rock," but he seemed only to want to show it to me. He then led me out the door, down the street, and around the yard. Each time I attempted to steer him back to the house, he would pull in another direction. I leaned up against the fence with him and he immediately bounced along it, in the manner his first foster mother said he liked to do. I followed him, doing the same thing which seemed to amuse him greatly. Finally, I said foster mother would have his lunch ready and he could eat. I repeated, "eat" and "lunch" several times. Tommy made no attempt to



mimic me but evidently understood because he led me to the back door. He entered the kitchen, climbed into a chair beside the stove, and clutching me, peered into the pots.

The foster parents have reinforced my observations of Tommy's increased relaxation and confidence in people. He is showing a beginning desire to explore with foster father in play activities. He is intrigued, but fearful, and looks to foster mother for approval. It seems to both foster mother and me that Tommy is becoming less shy and fearful and his period of regression may be considerably shorter than we had at first anticipated.

When the placement worker looks at her own placement the result is often far from gratifying. As in the case of Tommy, placements are frequently made without proper preparations or timing on the part of parents, child and foster parents. The result is usually anxiety for all concerned, including the worker who finds herself in a dilemma requiring far more time and skills than might otherwise have been required by the situation. It is recognized that a rocking horse will not mean to all babies what it meant to Tommy who had to share his substitute mother with others. However, I wonder how often we fail to understand the meaning which the young child's toys, habits and activities have for him and fail to utilize them constructively in helping him accept a new home.

### Thirty-third Annual Report of United States Children's Bureau

THE Thirty-third Annual Report of the United States Children's Bureau for the fiscal year ending June, 1945, by Miss Katharine F. Lenroot, its Chief, has just been released. In the statement to the Secretary of Labor Miss Lenroot states that:

"... The Bureau has also given special attention to planning as to how best to meet the needs of children and youth in the reconversion and postwar periods. . . . Its main activities during the year are summarized under the following headings: Developing proposals for national policy; administering services; finding and using the facts; sharing information and experience with the general public; and international cooperation. Recommendations are made as to the programs and emphases that should be developed."

This very interesting report recommends steps that must be taken if we are to realize the needs of children if they are to be prepared for "effective and respons-

ible citizenship in this era." And the significance of this era is stated in the last recommendation:

"Continued and expanded programs of international cooperation in behalf of children, such as those developed among the American Republics, to develop and maintain international understanding, good will, and common effort, to raise standards of living in all countries, and to extend the application of the principles of freedom and democracy."

### INSTITUTES

#### FOR EXECUTIVES OF CHILDREN'S INSTITUTIONS

An institute for the executives of children's institutions will be held at Western Reserve University, Cleveland, Ohio, May 16, 17, and 18 under the auspices of the School of Applied Social Sciences of Western Reserve University and the Child Welfare League of America.

Miss Eva Burmeister, Executive Secretary, Lakeside Children's Center, Milwaukee, Wisconsin; Dr. Fritz Redl, Professor of Group Work, Wayne University, Detroit, Michigan; Dr. Susanne Schulze, Associate Professor of Child Welfare, School of Applied Social Sciences, Western Reserve University, Cleveland, Ohio, comprise the teaching staff for this institute.

#### FOR NURSERY DIRECTORS

An institute for nursery directors will be held July 8 through July 26 at the Nursery Training School of Boston, 355 Marlborough Street, in cooperation with the Child Welfare League of America. It is open to directors of day nurseries or philanthropic nursery schools and those wishing to be qualified to assume this responsibility.

The instructors will be Miss Martha Chandler of the Nursery Training School faculty, Dr. Marion Slemmons, Pediatric Consultant of the Ruggles Street Nursery School, Boston, Miss Alice Dashiell and Miss Mary Keeley of the Child Welfare League's staff. Lectures and discussions on the education, health, and case-work programs in the nursery and problems of administration will be supplemented with directed field trips, workshops, demonstrations and individual conferences with special consultants. Particular attention will be given to methods of integrating the skills of the three professions.

Registrants for the institute must have had professional training in the field of health, case work, or education.

## There is No Substitute for Family Life\*

So writes Dr. Lauretta Bender in the Spring 1946 issue of *CHILD STUDY*. First she points out that this fact had been proven by Emperor Frederick the Second in a drastic educational experiment to know:

"... in what language a child would first speak if he were untaught—the ancient languages, Latin, Greek, Hebrew, or his own native mother tongue. He gave a number of new-born, homeless babies to nurses with the order to give them all necessary care in regard to feeding, bathing, diapering, warmth and physical protection but never to speak to them or in their presence show any signs of affection. But the infants all died at an early age. It was said that 'they could not live without the appreciation, the facial expression and friendly gestures and loving care of their nurses.'"

Dr. Bender then tells of the seriously crippling effect of our own institutional type of care of infants. She writes:—

"Of the six thousand children I have seen, many scores have been cared for in institutions in infancy where they had the best of routinized, scheduled, sterilized, scientific care, but where they were deprived of a continuous flow of a mother's love and the normal constellation of family life."

\* \* \*

"These children show a personality defect readily recognized, easily defined, and which I have called the socially deprived psychopathic personality. By their deficiencies and defects in personality, they have given us a dramatic example of the significance of the human element in child-parent relationship and the part it plays in making it possible for the inherent capacities of the individual to develop fully so that he can become a mature, forward-looking human being, capable of giving and taking, learning and identifying in a democracy."

\* \* \*

"The structure of the personality of these children we see is characteristically undeveloped. The first processes of the unfolding of the budding personality did not occur in the early weeks or months of life in the warm environment of the daily care of the same mother person. In the early months of life the brain itself and nerve tracts to and from the outside world are growing, and physiological patterns are being set and established by being lived. The organism is perceiving the outer world both physical and social for the first time and the individual gradually becomes aware of people and things about him by virtue of their influence on him and his influence on them. It is absolutely imperative that these processes shall all occur in the secure en-

viron of a human relationship. This is the only matrix upon which the pattern of human life can grow. The pattern of growing, of learning, of self-expression, of trial and error, of reaching forward into the future and looking backward into experience is only possible by living these experiences with a human being."

\* \* \*

"Children who have had no early mothering experience for one or two or three years are not able to accept the experience when it is offered them. The infant homes have tried to place the children in foster homes at three years. They all appear retarded, untrained, impulsive, unpatterned in their behavior. As they grow older and the demands of society upon them increase, their behavior becomes progressively more asocial. Even their motor habits are retarded—as in their ability to walk and to use their arms and legs and body in the kinds of play that we expect of the nursery school child. Their habit patterning is retarded, too. They are not so capable of helping themselves in the daily activities of self-help as we may expect."

Dr. Bender then lists the following six problems that have been revealed by the research studies of a number of authorities on the needs of children:—

1. The behavior remains always infantile. It is as though a new-born infant with the urgent need of the new-born must be immediately satisfied. Screaming, kicking, temper tantrums and all of the disturbed behavior of which the older child is capable are the immediate response to every frustration. The child occupies himself with all kinds of oral activities, infantile motor activities with senseless patterns, genital gratifications, soiling, wetting, clinging, grasping, hitting, destroying. These are not neurotic traits but unmatured infantile impulses. They are not regressions but retardations in personality development. These children are attention-seeking, passively dependent, clinging, seductive, and with it all, usually amiable, never anxious, not really hostile, but emotionally apathetic. Their attention-seeking seductiveness may be mistaken for a human relationship or capacity for attachment. Actually, there is no warmth to the relationship and it can stand no separation or disappointments or demands and it shifts to the nearest new object when the recipient is out of sight.

2. There is a primary defect in ability to identify in their relationships with other people. This is due to the fact that they never experienced a continuous identification during the infantile period from the early weeks through the period when language and social concepts of right and wrong are normally built up, and when psychosexual and personality development were proceeding. Related to this lack of capacity for identification or forming object relationships is a lack of capacity to feel any anxiety or guilt. It thus appears that anxiety and guilt are not instinctual qualities as many have believed, but that they arise in reaction to threats to object relationship of identi-

\* Reprinted from *Child Study*, with permission of The Child Study Association of America.



fication processes—in other words, threats to the relationship of the child with the person he loves.

3. There is a serious defect in language development. Later it concerns itself more with the semantic function of language and especially with conceptualization and social concepts. The earliest identification with the mother and her continuous affectional care is necessary during the period of habit training and the rapid development of language and the formation of concepts within the family unit. Otherwise the higher semantic and social development and the expansion of the educational capacities do not take place. This does not mean that with the infant in one's arms one must soliloquize with semantic formulation of sociological concepts. What it does mean is that the dependable motor support and affectionate caresses and meaningful facial expressions and croonings of the mother person, often repeated, form the basic patterning for future experiences which can be used in higher and more elaborated forms of human thought and speech.

4. There is an imitative, passive "as-if" quality to the behavior of the older children. This is because there is the inner drive to mature and behave like a human being. Whereas in the normal child, behavior arises from internal mechanisms such as identification processes, object relationships, anxieties and symbolic fantasy life, this type of psychopathic child has no such inner life. He has, however, the biological or intellectual capacity to perceive and use symbols and patterned behavior. He therefore tries to copy the behavior of other children. This is done in an effort to understand what other children are experiencing. His confabulations have the same meaning.

5. We are impressed with the diffusely unpatterned, impulsive behavior of these children. At all levels, it is unorganized and it remains unorganized. So far we have found no educational or psychotherapeutic method whereby it can be modified into organized or patterned behavior. The child is driven by inner impulses which demand immediate satisfaction. These impulses and needs tend to change with physical and chronological growth of the child but the patterns still do not form and, at the same time, there is no means of gratifying the impulses. Motivation, discipline, punishment, insight therapy have little effect. Controlling the environment in which the child will act, leaving him no chance for exercising judgments or making decisions, but leaving him only the chance to imitate repetitively the socially acceptable patterns of other children, is the only known way of training these children.

6. Once the early childhood has been passed without adequate opportunity for normal relationships and personality development, the organization of the personality and retardation in development seems to permit no modification. One cannot treat these children at the later date as though they were well-loved infants, hoping to compensate for the early deprivation, because the physiological patterns are set. One cannot give them insight therapy because of the defect in conceptual thinking. One cannot give them

relationship or transference therapy because they are incapable of identification or relationships. One cannot educate them because they cannot relate themselves to teachers, cannot compete with fellow students. They have no goals for attainment and no span of attention, no curiosity about the truths of life, the patterns of natural science, or cultural concepts of society.

Dr. Bender then goes on to discuss the implications for education and ends with this serious challenge:—

"We cannot overlook the clear evidence that even tiny babies need families—and somehow society must meet this need."

This article must be taken to heart by everyone concerned with the well-being of our children and the future of our Nation.

### BOOK NOTES

**AN EXPERIMENTAL USE OF THE TEMPORARY HOME.** Staff members of the Foster Home Bureau, Jewish Child Care Association of New York. Child Welfare League of America, 1946. 27 pp. 50 cents.

This brief report of a planned experimental use of temporary foster homes for a selected group of young children is a valuable contribution to the field. It reveals a penetrating and sensitive understanding of the nature of the young child's conflict regarding separation from his own family and acceptance of the agency and foster parents as substitute parental figures. With this understanding the worker's skill in helping the child and his own parents through the placement process is enhanced with beneficial results to the child and his parents and also to the foster family. With the current difficulties in obtaining and maintaining foster families, child-placing agencies are showing an increased concern that no foster family be lost by placement of a child in which the risks that the placement will be unsatisfactory are great. Certainly this is a constructive trend since it is recognized that replacements are harmful to the child and it forces us to give further consideration to the evaluation of homes and a more discriminating use of each home.

As Miss Boretz points out in the Foreword this is an incomplete report in that satisfactory criteria for the selection of situations in which temporary placement is the only effective beginning are still to be set. To my mind it is also incomplete in that the qualifications of the temporary foster home, as contrasted to those of the permanent foster family are not set forth. Also, as Miss Boretz says, some of the resistance to the extensive use of temporary homes is due to the recognition that young children need the security that comes from continuity of experience and of relationship. The temporary home does not offer that security, but theoretically, is a stepping-stone to the permanent placement. It would have been of great value if this report could have included detailed information regarding the children's and parent's subsequent response and adjustment to the permanent foster home upon which data it is con-



cluded that the experiment establishes the temporary home as a valuable asset. This in no way challenges the validity of the conclusions drawn from the experiment, but rather a recognition that such data has teaching value to the field as we attempt to readjust and establish criteria and values.

A counter proposal, or perhaps supplementary to the use of temporary homes, may be made for the study home, a small cottage unit, as a valuable asset to the facilities of a child-placing agency, which conceivably might offer many of the same, as well as different, advantages as that of the temporary home. And, further, one might ask if the problems presented by the foster family in accepting and helping the child who is conflicted regarding separation from his family are entirely unmodifiable by case work. Would it not be helpful for us to give consideration to the means by which we can help foster parents understand and handle their own feelings during the initial stages of placement and hence enable them to give assistance to the child?

LOIS WILDY, *Director of Case Work*  
*Illinois Children's Home and Aid Society, Chicago, Illinois*

WORKING WITH NEWSPAPERS, By Gertrude Simpson, National Publicity Council, 130 East 22nd Street, New York 10, N. Y. 1945, 31 pp. Price 75 cents.

WORKING WITH NEWSPAPERS is slated for a warm welcome from everyone who has ever been faced with producing an agency story and placing it in the newspapers.

The book is a knowing presentation of the factors involved in securing the newspaper space for which agencies are always angling. It describes the mechanics necessary to the proper production of a news release; cites good and bad examples of lead paragraphs, headlines and pictures; and even contains a passage on good manners in dealing with newspapers. Written for the amateur publicist, the book is nevertheless much more than a primer.

Mrs. Simpson gives the reader the benefit of her long experience in the newspaper field. From that side of the fence, she shows how a city editor evaluates an agency news story; what happens when it is handed over to a re-write man; and how and why it is too often relegated to the Society Page.

Above all, WORKING WITH NEWSPAPERS is practical. The beginner will find it full of concrete suggestions and constructive information. The seasoned publicist will like its broad view and detailed treatment.

THE ROLE OF THE BABY IN THE PLACEMENT PROCESS. Pennsylvania School of Social Work. Philadelphia. 1946. 113 pp. 85 cents.

Babies, speaking a language all their own, strive to express their needs, their woes, their satisfactions in various ways to the adults responsible for their care. This publication adds appreciably to the sparse literature useful to workers seeking to understand the meaning of the behavior utilized by babies in attempts to be articulate. While throughout the pamphlet one is given the import of certain vital life

situations that most workers familiar with baby ways would sense, such presentations encourage the refining of basic concepts and stimulate the pursuit of increased skill in working with the very young. Regardless of questions raised by some of its content, the reviewer thinks this is an important publication which will stimulate workers in all stages of development to review their own practices with the young child, and approach all children with increased sensitivity and resultant effectiveness.

Although placement is accepted as the only specialty peculiar to the children's field, technical literature dealing with this process is woefully scanty, and would be much more so were it not for the contribution of the Pennsylvania School. This volume deals with certain factors inherent in the experience for the baby and includes the preparation for separating from the natural mother, as well as the steps which, for some children, result in an adoptive plan. The mother's problems are considered chiefly from the standpoint of their effect on the baby's ability to accept placement while the role of the foster mother is carefully distinguished from that of the worker. The introduction as well as the concluding chapter entitled "Some Specific Differences in Current Theory and Practice," written by Dr. Jessie Taft, present the concepts basic in the philosophy of the functional school and prominent in the three papers included in the volume.

Mary Frances Smith in her presentation of "The Integration of Agency Service in Placement of Babies" sets the stage for a consideration of the child's participation in placement and the possible significance for him of all steps, including the manner his mother gives the agency responsibility for carrying these out. Louise Leatherland in her paper on "Helping the Baby to Move Through the Temporary Foster Home" uses excerpts from cases to illustrate her thinking regarding the significance for the baby in having his own worker as well as the division of activities between this worker and the one assigned to work with his mother or parents. Florence Pile continues with the placement process as it applies to those who go into an adoption home but limits her scope to the responsibilities of the adoption worker in helping the child move into the home.

Inherent in the actual procedures outlined for the placement process is the concept that change is basic in growth, that it is a natural accompaniment of ordinary living and a stimulating force. The belief is expressed that not only new experiences which come in the natural course of maturing, but those due to family maladjustments, will be constructive if the agency maintains a "living moving relation to each individual child and his parents." Change is not to be feared, therefore. Instead the individual "no matter how young" may be helped to gain a sense of control which is definitely constructive but only as he is aware that change has taken place can he develop capacity to deal with it. Moreover the concern of adults about the seriousness of a change in the baby's home and a resultant tendency to protect him against a move is viewed as a handicap to him. Dr. Taft

believes the trauma related to separation is overcome by the "... discovery of unused strengths for living in the self. . . . What man resists, above all, is external interference with any phase of his leaving before he himself is ready to abandon it. It is not the leaving, but the lack of control over leaving, that he fears." (page 105)

Ability on the part of workers and parent persons, related to the child, to accept the pending move is thus logically presented as a prerequisite first step in the placement process. Only when the adults achieve control of their own natural desires to spare the baby pain are they ready for the second step, which involves not only helping the child to understand a move is imminent, but also to reach "some sense of her (the child's) own part in placement and of her own strength to move into her new home." That this participation of a baby is as important as that of the adults, mother and worker, is emphasized in all articles.

Probably no assignment calls for more case-work skill than that of helping a mother reach a decision to make a plan for her baby apart from herself. Miss Smith shows that the Philadelphia Bureau is so aware of this that a case supervisor is given responsibility for the first interview which is designed to help the mother clarify for herself what is involved in working with the agency on a plan of separation from her child. If she reaches a decision to continue working on the plan she is assigned a worker who will help her understand necessary procedures and go along with her in her planning. The assignment of still another worker, to help the baby with the separation experience from that point on, serves to emphasize for the mother the fact that she is turning much if not all responsibility to others. In addition this procedure is planned to emphasize change to the baby and is so basic in all work with him that this practice is continued, i. e., he is given a new worker with each change as he moves from the temporary to permanent home. It is implied that this change would be repeated whenever subsequent changes are necessary.

The details of how a worker may help a child move through the various steps related to separation and placement constitute the chief contribution of the book, which attempts to present the first comprehensive picture of what is involved in a change of home setting for the child and how he may participate in this. While the publication is composed of articles written for another purpose and therefore should not be expected to form a composite whole certain omissions may be responsible for the note of inflexibility and routinization in the procedure.

For example, all papers indicate the discussion is not limited to children whose mothers are definitely out of the picture, on either a temporary or permanent basis, and yet no differentiation of procedures is given. Workers may well consider this omission a serious one, when in one case they may be required to provide placement for one child who does not possess a mother able and willing to interpret the situation to him, while in another the mother plans to maintain a close relationship with her progeny.

Although there are many references to the age of the child and the stage of his ego development, additional differentiation of the general procedure for the very young infant would have been helpful. The term "baby" used in the title and frequently throughout the pamphlet is undefined with the result it is not always possible to know whether the author is discussing a newly born infant or a child able to walk. One infers that in general children from birth to two years of age are under consideration in all articles. Knowing that much growth occurs within that time period causes one to question the validity of using practically the same procedure in all instances. For example, Miss Smith's able characterization of the very young infant indicates he

"... has all the makings of self, without any of the organization of self . . . realization of self is a gradual process of differentiation which normally comes slowly, unevenly . . . developing out of his oneness with the mother. . . . In foster placement he will make a beginning at achieving a feeling of self . . . and the kind of self he develops will be largely affected by the elements which go into his placement." (p. 8)

Miss Leatherland also recognizes the problem. "Until he achieves this sense of self in relation to his immediate world, he has little with which to separate." (p. 43)

It is common knowledge that all children react to change, but in the case of a child in the first few months of life Anna Freud believes "we still have to learn exactly how much of his (child's) upset is due to the disturbance of routine and how much to the change away from the individual handling and the particular atmosphere of intimacy created by the mother."<sup>1</sup> In view of the universal acceptance of lack of "self" during the first few months of life and this frankness regarding the limitations in our specific understanding of what disturbs a child encountering a change in environment, is it not logical to expect some modification of the plan outlined when this age-group of children is under consideration?

The content of this material which demonstrates that the case worker is playing a highly specialized role, one which requires unique skills, gives Dr. Taft another good opportunity to criticize those who do not see the case worker as a specialist in her own right, utilizing methods and skills derived from the same concepts but different in application from those employed by a psychiatrist.

Placement is definitely the case worker's field, and she alone should be charged with the responsibility for attaining competency in the selection of foster homes.

This publication has significance for all case workers and is timely since agencies are being asked to place increasing numbers of children and are perhaps feeling more pressure to move speedily than ever before. All case work libraries should include a copy.

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<sup>1</sup> Anna Freud and Dorothy T. Burlingham, *War and Children*, 1943. (p. 43).